

ADMIRAL TURNER'S SPEECH FILES

15 OCTOBER 1973

OPENING REMARKS by STANSFIELD TURNER,  
ADDRESSED TO THE THIRD INTERNATIONAL  
SEAPOWERS SYMPOSIUM

NAVY review(s) completed.

THIRD INTERNATIONAL SEAPOWERS  
SYMPOSIUM

Opening Remarks

by

Vice Admiral Stansfield Turner

15 October 1973

I would like officially to open the Third International Seapower Symposium and note to you that we're even seven minutes ahead of schedule, an unprecedented event. But we have so much to do and to discuss this week that we must take advantage of every minute. May I also officially and personally extend my warm welcome to you from the United States Naval War College. We are honored and pleased to have you with us this week. We will attempt to do everything we can to make your week both professionally rewarding and personally pleasureable. If at any time there is something we can do I hope you will let us know promptly. We would like to be of any assistance possible.

I could, and perhaps should, in opening this symposium introduce the number of distinguished senior naval officers who are with us today. I will not do so for two reasons. First, there are so many I am not sure where I would stop. Second, I hope we will be very informal this week and not require fancy introductions. Instead, I hope we can simply get to know each other closely and personally. I would like to pause though to introduce one person; a man whose concept the International Seapower Symposium was from the beginning, whose guidance and inspiration have kept it going for the four years it has been in existence, and who more than any other individual is responsible for our being together this week to share ideas.

May I ask Admiral Richard Colbert, Commander Naval Forces, Southern Europe, to stand and be acknowledged.

And now may I say just a word or two as background to the theme of the conference "International Naval Cooperation Particularly in a Peace Time Environment." As naval officers we do not need to be reminded that our primary task in life is to be prepared for the military threat. Each of us has a somewhat different threat to be prepared for, but we also have much in common. I would not presume to review the threat with you now. I know Admiral Zumwalt, who will follow me, will give you some of his broad-ranging perspectives, and I hope that throughout this week we will hear from a number of you also. I would like to suggest, however, that there are new threats sneaking up on all of us, dangers which we share and dangers which we do not discuss often or systematically. But these are dangers which could erode our capability to meet our primary requirement of readiness for the military threat. I would like to mention three. One stems from the rapidly increasing emphasis throughout the world on developing the resources of the sea beds and the oceans. Today there are already over 15,000 off-shore oil rigs, each with associated tanks and pipes, some submerged and some not. It is clear that rules of some sort are going to be necessary soon for navigational safety in these areas of the world's oceans.

Rules of navigation could be used here, however, as another way of excluding naval shipping from certain areas. In short, we naval types may feel that with provisions for freedom of passage or freedom of transit under the law of the sea our movements will be protected. This may not, in fact, be the case. We might even envisage the day when these off-shore operations because of their depth and numbers may interfere by sound or by sheer obstruction with anti-submarine operations in those areas of the ocean.

And must we not as naval officers be concerned for what our political leaders will expect of us in terms of enforcing rights of sovereignty over resource development in the oceans? How do we avoid conflicts developing over jurisdictional disputes on resource development? Should we not be concerned that our ability to work together cooperatively against the primary military threat can be endangered by disputes over ocean resources? And will our domestic internal pressures to protect these sea bed resources possibly lead to reallocation of our naval resources and redesign of our naval forces? Do we not have to be concerned that we could be forced into a lot of patrol and protection operations which could detract from our training and readiness? Do we not have to be concerned that we could be forced into design of naval forces which are optimized for patrol and protection rather than for fighting? After all, we must be careful to ensure that such pressures do not impinge on our ultimate capabilities.

The second danger I would like to suggest derives from the efforts throughout the world today to limit pollution. It is obvious to all of us that this can and will have a budgetary impact on our Navy. We are the most conspicuous target, even though we are not really major offenders in polluting the oceans. And, here again, should we not be concerned with threats to freedom of movement of naval forces by ecological rulings? Some of these may be unintentional but others may be Machiavellian efforts to discriminate against particular nationalities or particular types of ships, such as warships.

Thirdly, I would like to suggest that we face a common threat or danger in the impact of detente. Will we each be able to obtain the financial and the personnel resources which we require in an era of world wide detente and a decreasing public interest in military matters? Is it not possible that international naval cooperation can help us in both of these regards? Cooperation can help us in developing public support to generate financial resources and in giving to the young men and women who join the naval service a sense of dedication and participation in worthwhile activities. There are many areas for this kind of cooperation and I'm sure we will discuss them this week.

Finally, is it not we in the military who are the most skilled in cooperation on an international basis? Can we and should we not in these days set an example for the economist, the

diplomatist, the agriculturalist, the industrialist, and the others who are attempting to forge links of international relationships? In so doing, we cannot only help further their efforts but we can do a great deal to preserve that sense of cooperation between the free nations of the world which, I would suggest, is going to be critical as we continue to probe and explore the possibility of detente with the Communist side of the world.

In conclusion our ability as naval officers to maintain the forces which we are going to need to meet the primary threat is indeed on-the-line today. We all know how serious it would be to disarm unilaterally under these circumstances. I suggest that we must explore every technique of preserving those capabilities in this era of detente. I hope we will find stimulating suggestions and solutions which we can work on in common during our five days of discussions here.

Again, welcome. We are so delighted to have you with us. Thank you.

13 October 1973

*10/15*  
*FINAL*  
OUTLINE OF REMARKS

FOR

3ISS

I. Our task is to be prepared to meet the military threat.

Each accustomed to evaluating the military threat we face

Each has a somewhat different military threat to

consider but all some common element

I - not presume - Z give his wide ranging perspective-

Hope to hear from many of you.

II. Like to suggest - New threats sneaking up on all of us -

threats we have in common. *also* ~~Threats~~ we do not discuss often

or treat systematically - but which could erode our

capability to handle the primary military threat.

*One of two items*  
A. Threats from the rapidly increasing efforts around

the world to tap the resources of the oceans.

1. • Navigation

There are today already 15,000 off-shore  
oil rigs - concentrated few areas - these each  
have tanks and pipelines, some of which are  
submerged and some of which are on the surface.

- Some sort of rules will be soon mandatory for  
safety and navigation - states with exclusive  
rights for resource development could well  
attempt to use rules of navigation as a way  
of excluding other shipping from this zone,  
despite any rules we may make on freedom of  
transit.



In short, we naval types may assume that if there are provisions for freedom of transit or passage in whatever law of the sea we develop our rights of movement will be protected. This simply may not be adequate.

## 2. Naval Tactics

- When look closer to our professional skills, is it possible that there will be so many platforms in some areas that the resulting noise in the water that will cause particular problems in ASW?

## 3. Sovereignty

- What can we expect our political leaders to demand of us in enforcement of rights of sovereignty over resources of the ocean - ~~especially if these rights are considerably extended? How does a minor or non-naval nation, for instance, protect its rights in an exclusive resource zone?~~ How do we avoid conflicts from developing over jurisdictional disputes on resource development -- should we not be concerned that our ability to work together against

the primary military threat can be endangered by disputes over ocean resources?

~~He~~ Do we not even have to be concerned at terrorism and sabotage of ocean platforms that could disrupt friendships and cooperative naval efforts.

- National or terrorist sabotage of undersea resource development activities looks appealingly easy and could consume extensive naval resources to defend against.

*Auth. H. H. 1*  
4. Will national pressures to protect commercial sea bed interests force reallocations of naval resources and ~~in~~ redesign of naval forces?

- There is a threat ~~that~~ that we could be forced into a lot of patrol and protection duties that might detract seriously from training and deployments.
- There is also a threat ~~that~~ that the design of our forces might be optimized ~~against the wrong threat.~~ *Get the purposes of the sub*
- Will we want more surface ships - or can surface ships protect these various rights?
- Will we want more small ships and faster ships?
- What about the Air Force and air surveillance of these zones and satellites?

~~Can we accept such pressures and still retain~~  
war fighting capabilities.

B. Second area of threat is from the drive for ecology

1. Obvious problems of budgetary impact.

We Navies are conspicuous targets - even though  
not major offenders.

2. Threats to freedom of movement from ecological rulings -  
Unintentional -

Machiavellain -

e.g. rules against vessels with ordnance and av  
gas - i.e. carriers

C. Euphoria -

Threat today to over optimistic sense of euphoria of  
detente.

- Detente is not a black and white affair. It is a  
fragile and precarious effort to develop trust and  
confidence. *over time*

- Vital that our free nations maintain a sense of  
cohesion, friendship and cooperation as we test the  
~~winds~~ of detente.

1. Cooperation among the free nations of the world *on*  
*in the past 25 years* during the past 25 years has been particularly  
good ~~in the military sphere.~~

2. With the arrival of an atmosphere of detente *and*  
*concomitant* lesser interest in military matters, *the* free nations  
*are* are going to find it ~~even more~~ necessary to  
cooperate in areas of economics, trade, tariffs, and

diplomacy. Unless we build such mutual areas to help replace military cooperate efforts we may well be in trouble.

3. ~~Military~~ <sup>military</sup> international cooperation on non-military matters such as ecology, safety of life, etc. could be a help in building ~~from our example of military cooperation into cooperation~~

D. <sup>473</sup> Third Common threat ~~that of lack of understanding of publics & politicians of need for military force in era of detente and primary focus on economic achievements.~~

<sup>no</sup> All face both financial and personnel problems in a varying degrees. <sup>change of state</sup>

Cooperative naval actions may help in both directions - that is generate public support and give individuals in naval service a sense of participation in a desirable activity

1. <sup>10. 7. cooperation</sup> Protection of life at sea
2. Weather prediction
3. Protection against terrorism at sea and in the air.
4. Enforcement of ecological ~~protection~~ <sup>rules</sup>
5. Enforcement of other rules of international law
- 6.
- 7.

Note example of how much favorable publicity and sense of easing of tensions has been generated by U.S. - Soviet joint space effort.

Our ability to maintain the forces we need to meet the primary threat is on the line - we all know how serious it would be to unilaterally disarm today

Navies of the World will have greater responsibilities and more freedom to deter and persuade than air or ground forces.

We must look at every technique to preserve our capabilities.

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CAPT Nguyen Van Tai, Flag Secretary to CNO  
LCDR Van Trung Quan - Personal Aide

COMNAVSOUTH

CDR F. Ruggerio - Aide

15 October 1973

REMARKS FOR 3ISS

- I. Need not be reminded that our task is to be prepared to meet the military threat.

Each accustomed to evaluating the military threat we face.

Each has a somewhat different military threat to consider but all some common element.

I - not presume - Z give his wide ranging perspective - Hope to hear from many of you.

- II. Like to suggest - New threats sneaking up on all of us - threats we have in common. Also we do not discuss often or treat systematically - but which could erode our capability to handle the primary military threat.

- A. One of those stems from the rapidly increasing efforts around the world to tap the resources of the oceans.

1. ● Navigation

There are today already 15,000 off-shore oil rigs - concentrated few areas - these each have tanks and pipelines, some of which are submerged and some of which are on the surface.

- Some sort of rules will be soon mandatory for safety and navigation - states with exclusive rights for

resource development could well attempt to use rules of navigation as a way of excluding other shipping from this zone, despite any rules we may make on freedom of transit.

In short, we naval types may assume that if there are provisions for freedom of transit or passage in whatever law of the sea we develop our rights of movement will be protected. This simply may not be adequate.

## 2. Naval Tactics

- When look closer to our professional skills, is it possible that there will be so many platforms in some areas that the resulting noise or obstructions in the water will cause particular problems in ASW?

## 3. Sovereignty

- What can we expect our political leaders to demand of us in enforcement of rights of sovereignty over resources of the ocean. How do we avoid conflicts from developing over jurisdictional disputes on resource development?

Should we not be concerned that our ability to work together against the primary military threat can be endangered by disputes over ocean resources?

Do we not even have to be concerned that terrorism and sabotage of ocean platforms could disrupt friendships and cooperative naval efforts.

4. Another threat. Will internal national pressures to protect commercial sea bed interests force reallocations of naval resources and even redesign of naval forces?

- There is a danger that we could be forced into a lot of patrol and protection duties that might detract seriously from training and deployments.
- There is also a danger that the design of our forces might be optimized for these purposes rather combat.

Must be prepared to ensure that such pressures do not impinge war fighting capabilities.

B. Second area of threat is from the drive for ecology.

1. Obvious problems of budgetary impact.  
We Navies are conspicuous targets -  
even though not major offenders.
2. Threats to freedom of movement from  
ecological rulings -  
Unintentional -  
Machiavellain -  
e.g. rules against vessels with  
ordnance and av gas - i.e. carriers.

C. Euphoria.

Threat today to over optimistic sense of  
euphoria of detente.

- Detente is not a black and white  
affair. It is a fragile and precarious  
effort to develop trust and confidence  
over time.

- Vital that our free nations maintain  
a sense of cohesion, friendship and  
cooperation as we test detente.

1. Cooperation among the free nations  
of the world on military matters during  
the past 25 years has been particularly  
good.

2. With the arrival of an atmosphere  
of detente there has come a lesser  
interest in military matters. The  
free nations, however, are going to

find it necessary to cooperate in areas of economics, trade, tariffs, and diplomacy. Perhaps if we can set an example of international military cooperation on non-military matters such as ecology, safety of life, etc. could be a help in building cooperation in other fields and in so doing improve interest and respect in our own activities.

- D. Fourth common threat we face is the financial and personnel problems in a atmosphere of detente.

Cooperative naval actions may help in both directions - that is generate public support and give individuals in naval service a sense of participation in a desirable activity.

Lots of opportunities.

1. Protection of life at sea.
2. Weather prediction.
3. Protection against terrorism at sea and in the air.
4. Enforcement of ecological rules.
5. Enforcement of other rules of international law.



Note example of how much favorable publicity and sense of easing of tensions has been generated by U.S. - Soviet joint space effort.

Our ability to maintain the forces we need to meet the primary threat is on the line - we all know how serious it would be to unilaterally disarm today.

Navies of the World will have greater responsibilities and more freedom to deter and persuade than air or ground forces.

We must look at every technique to preserve our capabilities.

13 October 1973

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II. Like to suggest - New threats sneaking up on all of us -

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or treat systematically - but which could erode our

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A. Threats from the rapidly increasing efforts around  
the world to tap the resources of the oceans.

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oil rigs - concentrated few areas - these each

have tanks and pipelines, some of which are

submerged and some of which are on the surface.

- Some sort of rules will be soon mandatory for  
safety and navigation - states with exclusive  
rights for resource development could well  
attempt to use rules of navigation as a way  
of excluding other shipping from this zone,  
despite any rules we may make on freedom of  
transit.

In short, we naval types may assume that if there are provisions for freedom of transit or passage in whatever law of the sea we develop our rights of movement will be protected. This simply may not be adequate.

## 2. Naval Tactics

- When look closer to our professional skills, is it possible that there will be so many platforms in some areas that the resulting noise in the water that will cause particular problems in ASW?

## 3. Sovereignty

- What can we expect our political leaders to demand of us in enforcement of rights of sovereignty over resources of the ocean - especially if these rights are considerably extended? How does a minor or non-naval nation, for instance, protect its rights in an exclusive resource zone? How do we avoid conflicts from developing over jurisdictional disputes on resource development - should we not be concerned that our ability to work together against

the primary military threat can be endangered by disputes over ocean resources?

Do we not even have to be concerned at terrorism and sabotage of ocean platforms that could disrupt friendships and cooperative naval efforts.

- National or terrorist sabotage of undersea resource development activities looks appealingly easy and could consume extensive naval resources to defend against.

4. Will national pressures to protect commercial sea bed interests force reallocations of naval resources and a redesign of naval forces?

- There is a threat that we could be forced into a lot of patrol and protection duties that might detract seriously from training and deployments.
- There is also a threat that the design of our forces might be optimized against the wrong threat.
- Will we want more surface ships - or can surface ships protect these various rights?
- Will we want more small ships and faster ships?
- What about the Air Force and air surveillance of these zones and satellites?

Can we accept such pressures and still retain war fighting capabilities.

B. Second area of threat is from the drive for ecology

1. Obvious problems of budgetary impact.

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e.g. rules against vessels with ordnance and av  
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Threat today to over optimistic sense of euphoria of detente.

- Detente is not a black and white affair. It is a fragile and precarious effort to develop trust and confidence.

- Vital that our free nations maintain a sense of cohesion, friendship and cooperation as we test the winds of detente.

1. Cooperation among the free nations of the world during the past 25 years has been particularly good in the military sphere.

2. With the arrival of an atmosphere of detente and lesser interest in military matters the free nations are going to find it even more necessary to cooperate in areas of economics, trade tariffs, and

3. Military international cooperation on non-military matters such as ecology, safety of life, etc. could be a help in building from our example of military cooperation into cooperation in other fields.

D. Third Common threat that of lack of understanding of publics & politicians of need for military force in era of detente and primary focus on economic achievements.

All face both financial and personnel problems in varying degrees.

Cooperative naval actions may help in both directions - that is generate public support and give individuals in naval service a sense of participation in a desirable activity

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diplomacy. Unless we build such mutual areas to help replace military cooperate efforts we may well be introuble.

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## IDEAS FOR INTERNATIONAL SEAPOWERS SYMPOSIUM SPEECH

### 1. Problems at sea which may require international cooperation:

#### • Navigation

There are 15,000 off-shore rigs now - these have tanks and pipelines, some of which are submerged and some of which are on the surface.

- Some sort of rules will be mandatory - states with exclusive rights for resource development could use rules of navigation as a way of excluding other shipping from this zone, despite any rules we may make on freedom of transit.

In short, navies may think that freedom of transit provisions will protect their rights but this may not be adequate.

### 2. Sovereignty

- How does a minor or non-naval nation protect its rights in an exclusive resource zone? If it elects to nationalize resource development, how does it enforce this?

### 3. Sabotage

- National or terrorist sabotage of undersea resource development activities looks appealingly easy.

### 4. Naval Tactics.

- Will there be so many platforms and so much noise in the water as a result that there will be particular problems in ASW?

### 5. Ecology - the problem of blow-outs.

### 6. Conflicts between oil exploration and fishing

- For instance bottom dragging for fish can interfere with submerged pipelines.
- Most of the oil resources are in the same areas as the fishing resources.

### 7. Design of navies.

- Will we want more surface ships - or can surface ships protect these various rights?
- Will we want more small ships and faster ships?

- What about the Air Force and air surveillance of these zones and satellites?
8. There are about 2,200 billion barrels of oil estimated in off-shore deposits, about half of which may be recoverable. By 1980, a combined consumption of the U.S., Japan, and Europe will be about 25 billion barrels a year.
- The present limit on drilling is about 600 feet. Costs go up exponentially as you move into deeper water.
  - At some point the trade-off in developing tar sands or shale oil may preclude going any deeper.

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